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Financing of activities arising from Security Council resolution 1863 (2009)

Financing of support for the African Union Mission in Somalia for the period from 1 July 2008 to 30 June 2009

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of support for the African Union Mission in Somalia (AMISOM) for the period from 1 July 2008 to 30 June 2009 (A/63/758). During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. By its resolution 1863 (2009), the Security Council expressed its intent to establish a United Nations peacekeeping operation in Somalia as a follow-on force to AMISOM, subject to a further decision of the Council by 1 June 2009. The Council requested the Secretary-General, in order for the AMISOM forces to be incorporated into a United Nations peacekeeping operation, to provide a United Nations logistical support package to AMISOM, including equipment and services, but not including transfer of funds to AMISOM, until 1 June 2009 or until a decision is taken by the Council, whichever is earlier.

3. The Secretary-General indicates in paragraph 5 of his report that, in the interim, and pending the further decision of the Security Council, resources are needed immediately to support and strengthen AMISOM. Accordingly, the Secretary-General is requesting, pursuant to section IV, paragraph 2, of General Assembly resolution 49/233 A, commitment authority, with assessment, for the period from 1 May 2007 to 30 June 2009 in the amount of $80,906,900. This total is inclusive of the amount of $43,856,300 gross of commitment authority granted on 10 March 2009, with the prior concurrence of the Advisory Committee, for the provision of logistics support to AMISOM; the balance of $3,994,700 gross of commitment authority granted on 26 June and 20 October 2008 for the period from 1 July 2008 to 30 June 2009; and the expenditures of $2,149,000 gross of

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commitment authority granted on 27 April and 19 December 2007 for the period from 1 May 2007 to 30 June 2008.

4. The Advisory Committee recalls that, in its resolution 1744 (2007), the Security Council noted that AMISOM was intended to contribute to an initial stabilization phase in Somalia and would evolve into a United Nations operation, and that, subsequently, in its resolution 1772 (2007), the Council requested the continued development of contingency planning for the possible deployment of a United Nations peacekeeping operation replacing AMISOM. The Committee further notes that the Council has expressly requested the Secretary-General to provide a United Nations logistical support package to AMISOM in order for the AMISOM forces to be incorporated into a United Nations peacekeeping operation.

5. The Security Council, in paragraph 8 of its resolution 1863 (2009), also requested the Secretary-General to establish a trust fund to provide financial support to AMISOM until a United Nations peacekeeping operation was deployed. Upon enquiry, the Advisory Committee was informed that the trust fund had been established and that one Government was in the process of contributing resources to it. **Updated information on the financial status of the trust fund should be provided to the General Assembly at the time of its consideration of the Secretary-General's report.**

6. In paragraph 7 of his report, the Secretary-General asserts that the provision of support to AMISOM will break new ground for the United Nations in the implementation of an appropriate support model. The Advisory Committee was informed, upon enquiry, that the Department of Field Support would lead the logistical support effort, with assistance as necessary from the Department of Peacekeeping Operations, and that the new support office described in the Secretary-General's report would be a stand-alone entity, separate from the United Nations Political Office for Somalia (UNPOS) and reporting directly to the Under-Secretary-General for Field Support at United Nations Headquarters. UNPOS would continue to be headed by the Special Representative of the Secretary-General for Somalia and supported primarily by the Department of Political Affairs.

7. With regard to the planning assumptions for the proposed support office, the Advisory Committee was informed, upon enquiry, that, to date, owing to the prevailing security situation in Somalia, the Department of Field Support had been unable to visit Mogadishu in order to assess actual needs on the ground and that, accordingly, the planning assumptions for the support package were still evolving. The Committee notes that the Security Council, in its resolution 1863 (2009), requested the Secretary-General to submit, by 15 April 2009, a report regarding a United Nations peacekeeping operation in Somalia, to include developments in the situation in Somalia, progress towards the full deployment and strengthening of AMISOM with a view to transition to a United Nations peacekeeping operation, progress in the political process and security conditions on the ground, in order to inform the Council of his assessment in advance of a further decision to establish a United Nations peacekeeping operation as a follow-on to AMISOM and with a view to speedy deployment. **The Advisory Committee therefore trusts that, following the submission of the aforementioned report of the Secretary-General, and once an on-site visit has been carried out, the planning assumptions for the support office will be further refined and reported to the General Assembly in the context of a future submission.**

8. In his report, the Secretary-General indicates that the proposed new support office would be located mainly in Nairobi. In paragraph 35 of the report, he also indicates that some of the resources requested under facilities and infrastructure would be used to support the alteration and construction of office spaces in the premises to be rented in Nairobi for the new headquarters. Upon enquiry, the Advisory Committee was informed that the proposed support office would be located within the Gigiri compound at the United Nations Office at Nairobi in space leased from the United Nations Office at Nairobi under a cost-sharing arrangement. **The Advisory Committee encourages the Secretary-General to take full advantage of relevant facilities and services available at the United Nations Office at Nairobi.**

9. While the headquarters of the proposed support office would be located in Nairobi, the Secretary-General also envisages establishing a secondary logistical support office in Entebbe, capitalizing on United Nations facilities and structures already in place there. The Advisory Committee was informed, however, that discussions were currently under way regarding the establishment of a secondary logistics hub elsewhere in the region, on account primarily of the elevated cost of air freight from Entebbe to Mogadishu. Upon enquiry, the Committee was further informed that, although various locations were being considered, Mombasa had emerged as a viable option in view of its proximity to Somalia and the fact that it offered the possibility of establishing a coastal supply line to and from Mogadishu, Kismaayo and Hobyo. In this connection, the Committee recalls that, during its deliberations on the financing arrangements for the United Nations Mission in the Sudan (UNMIS) for the period from 1 July 2008 to 30 June 2009, it was informed that, in December 2008, UNMIS, in consultation with United Nations Headquarters, had initiated a review of the feasibility of setting up a southern resupply chain from Mombasa through Entebbe, and that the Mission was currently finalizing a feasibility study on that option. **The Advisory Committee encourages the Secretary-General to explore opportunities for full coordination in this area.**

10. The Advisory Committee notes that the Secretary-General's report does not contain any information on the envisaged relationship between the proposed support office and AMISOM. Upon enquiry, the Committee was informed that it was intended that the support office for AMISOM would establish and maintain a close relationship with both the Special Representative of the Chairperson of the African Union for Somalia and the AMISOM Force Commander. The fact that the Special Representative and administrative staff for AMISOM were currently based in Nairobi, and that the Force Commander also used Nairobi as the primary point of liaison outside Somalia with key stakeholders, were important considerations in the proposal to establish Nairobi as the appropriate headquarters for the support office. The Committee was also informed that, in order to facilitate cooperation between AMISOM and the United Nations, it was envisaged that the support office would have a small staffing complement to support military liaison requirements, as well as a small liaison capacity with the African Union directly in Addis Ababa. **The Advisory Committee stresses the importance of close cooperation between the proposed support office and AMISOM and trusts that more detailed information on the relevant arrangements will be provided in the context of a future submission.**

11. The Secretary-General indicates in paragraph 8 of his report that the resourcing proposal is built around a strategy of continuing the existing supply of

"life-support" requirements to AMISOM as a temporary measure while a procurement process to provide such support in accordance with United Nations standards, rules and regulations is undertaken. Upon enquiry, the Advisory Committee was informed that AMISOM was currently being supported by a Member State, by way of that Member State's own multifunctional logistics contract with a commercial vendor. The commercial supply arrangements cover three broad areas: the transport of troops, their equipment and ongoing life-support supplies to Mogadishu, as well as medical evacuation services to Nairobi; the provision of basic life-support supplies such as rations, fuel and water; and initial outfitting of the contingents with equipment for their deployment.

12. The Advisory Committee was also informed that discussions were under way with the Member State in question with a view to identifying options for it to continue to provide support to AMISOM, the costs being reimbursed by the United Nations under a letter-of-assist arrangement until the United Nations could complete its own procurement process. If the United Nations and the Member State agree to that arrangement, it is understood that the Member State would continue to use the existing multifunctional contractor. The United Nations would have no direct contractual relationship with the commercial vendor supporting AMISOM, but would work with the Member State to ensure that appropriate levels of support were continued to AMISOM. Support would be provided only at the direction of the United Nations. Upon enquiry, the Committee was informed that $11,839,300 of the total amount of $80,906,900 requested by the Secretary-General would be used to continue life support to AMISOM under the existing arrangements until 30 June 2009.

13. With regard to procurement, the Advisory Committee was informed, upon enquiry, that the United Nations had completed an "expressions of interest" process to establish its own commercial supply arrangements for logistics support to AMISOM. The Committee was further informed that the United Nations was not planning to enter into a single multifunctional contract. **The Advisory Committee reiterates the importance of maintaining the integrity of the procurement process and expects that relevant United Nations regulations and rules will be fully observed.**

14. In paragraph 17 of his report, the Secretary-General states that logistics support to AMISOM will present a number of challenges. He further states that, with security conditions limiting the United Nations presence on the ground in Somalia, the modalities of accountability for United Nations supplies, services and equipment provided to AMISOM will be established, as stipulated in paragraph 12 of Security Council resolution 1863 (2009), by a memorandum of understanding to be agreed upon between the United Nations and the African Union. Upon enquiry, the Advisory Committee was informed that the memorandum was currently being drafted. The Committee was further informed that, in order to ensure adequate oversight of United Nations property, the Secretary-General intended to develop "remote" management and accountability mechanisms. **The Advisory Committee stresses the need for the earliest possible conclusion of the memorandum of understanding in order to set out the accountability mechanisms and internal control procedures required to ensure the transparent and effective use of all equipment, supplies and services provided by the United Nations. The Committee also expects that a detailed description of the aforementioned**

"remote" management and accountability mechanisms will be provided in a future submission.

15. The Secretary-General is requesting a total of $17,576,100 under facilities and infrastructure. Upon enquiry, the Advisory Committee was informed that $10 million of that amount would be used for the first phase of construction of hardened accommodation in Mogadishu to house a force headquarters and a level II medical facility, and that financial provision for the second phase of construction would be made in a budget submission for 2009/10. **A detailed breakdown of projected expenditure under this item should be provided in a future submission and expenses incurred thus far should be adequately accounted for.**

16. As for human resources, the Secretary-General is requesting $6,937,200 under civilian personnel, reflecting, inter alia, requirements relating to the envisaged establishment of 149 international staff for the support office for AMISOM in Nairobi, with a small presence in Addis Ababa and Entebbe, as well as the envisaged establishment of 55 national staff. In section II.B of his report, the Secretary-General outlines the envisaged staffing establishment. In paragraph 9 of the report, he states that the total staffing of 204 personnel will be able to support AMISOM as it deploys in Mogadishu to its authorized strength of 8,000 troops and 270 civilian police. The Advisory Committee notes from paragraphs 30 and 31 of the report that the estimates for international and national staff reflect the application of a 50 per cent delayed recruitment factor.

17. Upon enquiry, the Advisory Committee was informed that, in accordance with established practice, national staff were nationals of the country or countries in which a given operation was located. In this case, therefore, the national staff recruited by the proposed support office would be either Kenyans (at the headquarters in Nairobi) or Ugandans (at the secondary logistics hub in Entebbe). The Committee was also informed that, if and when all or part of the support structure moved to Somalia, appropriate arrangements would have to be made to ensure that Somali citizens were hired as national staff. **The Advisory Committee emphasizes the importance of maximizing the use of national staff. In this connection, the Committee notes that the envisaged staffing establishment provides for a substantial number of international Field Service staff. The Committee is of the view that it should be possible to find some of the necessary technical skills and expertise locally.**

18. The Secretary-General states in paragraph 9 of his report that the proposed support office would be headed by a Director at the D-2 level, assisted by a Deputy Director, a Chief of Administrative Services and a Chief of Integrated Support Services, all at the D-1 level. The Secretary-General indicates that the levels proposed reflect the scope of the challenges facing the support office. Further, in paragraph 10 of his report, the Secretary-General points out that human resource requirements to provide logistics support to AMISOM have been shown at an aggregate level comprising only support personnel and will be further justified in any 2009/10 budget, and that the staffing requirements shown in the report are limited to support for AMISOM forces under their existing mandate.

19. **The Advisory Committee cautions against the development of a top-heavy staffing structure and stresses that all the human resources requested by the Secretary-General will have to be fully justified, on the basis of need, in a**

future submission. In that context, a full explanation of the complexity of the operation and the logistical challenges envisaged should also be provided.

20. The Secretary-General indicates, in paragraph 19 of his report, that a United Nations planning team of 23 temporary positions has already been deployed to Addis Ababa to provide added capacity to the African Union in relation to AMISOM. A coordination and planning team of 16 temporary positions has also been established in New York to plan for a possible United Nations peacekeeping operation in Somalia. **The Advisory Committee points out that, to date, planning and coordination relating to a possible United Nations peacekeeping presence in Somalia have been provided and financed under separate arrangements. With the establishment of the new support office, the Committee expects that future submissions will provide an integrated presentation of all the resources required for planning activities in order to avoid duplication of functions.**

21. The actions to be taken by the General Assembly are set out in paragraph 44 of the Secretary-General's report. **Bearing in mind its observations and recommendations set out in the preceding paragraphs, the Advisory Committee recommends that the General Assembly authorize the Secretary-General to enter into commitments for the period from 1 May 2007 to 30 June 2009 in the amount of $80,906,900, inclusive of the amount of $50,000,000 already authorized with the prior concurrence of the Advisory Committee, which comprises the amount of $2,149,000 for the period from 1 May 2007 to 30 June 2008 and the amount of $47,851,000 for the period from 1 July 2008 to 30 June 2009. The Committee also recommends that the Assembly approve assessment of the amount of $2,149,000 for the period from 1 May 2007 to 30 June 2008, as well as the amount of $78,757,900 for the period from 1 July 2008 to 30 June 2009. The Advisory Committee stresses, however, that its recommendation on commitment authority in no way prejudges the position that the Committee may take on the structure, number and level of posts or on other resources intended for the provision of support for AMISOM or a future United Nations peacekeeping operation in Somalia.**